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To educate city officials and to stimulate, encourage and coordinate the communication of ideas and information among city officials; to develop broad support on issues and advocate those views to other governmental agencies and the public; and to improve the quality of life in cities by assisting city officials to make services more efficient and more responsive to the citizens of our cities.

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By Don Benninghoven

FOSTERING PUBLIC PRIVATE PARTNERSHIPS

This is the inaugural edition of the League of California Cities' Directory of Municipal Service Providers, published through the League's monthly magazine Western City.

The number of categories and individual listings in this directory illustrates how public/private partnerships have become an integral component of providing municipal services and conduct in city government. It also illustrates the complexity of issues with which cities must deal in responding to their citizens' concerns, as well as state and federal legal requirements that get more complicated each year.

Furthermore, cities have been on the forefront of innovation when it comes to responding to citizens' concerns and legal requirements efficiently and effectively. The decision to contract for a given service is a uniquely local one and one that varies from city to city. The League is pleased to be able to provide cities with information that may assist them in evaluating their service provider options.

This directory lists all the service providers the League could locate and who gave the League permission to list them. Initial listings were offered free, to make the directory as inclusive as possible. Despite these efforts, a number of service providers undoubtedly were overlooked. Directory users are encouraged to use the form at the end of the directory to submit information about additional service providers

who may be interested in being included in the next edition of the directory. Inclusion or omission from this directory—or any given section of this directory—should not be viewed as an evaluation of any given service provider by the League or its member cities.

Because each city in California is so unique, the League seeks through this directory to meet California's cities' diverse needs by providing as much information as possible. In preparing this directory, the League did not exclude any firm that requested a listing. As a result, the League has not reviewed the qualifications or history of the firms listed.

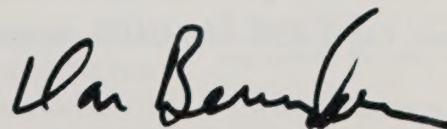
As with any business relationship, the League recommends cities investigate firms' respective qualifications and ability to deliver the desired services on time and to specifications. Before soliciting background information from and assessing the qualifications of any service provider, a city should be clear on what it expects to achieve as a result of contracting for a particular service. Obtaining a complete list of firms' previous, preferably recent, public agency clients (not just references) and checking with those public agencies regarding their experiences also can be helpful. Cities carry a heavy responsibility for being careful stewards of public resources in a contractual relationship.

Along similar lines, the process of contracting for services benefits from the involve-

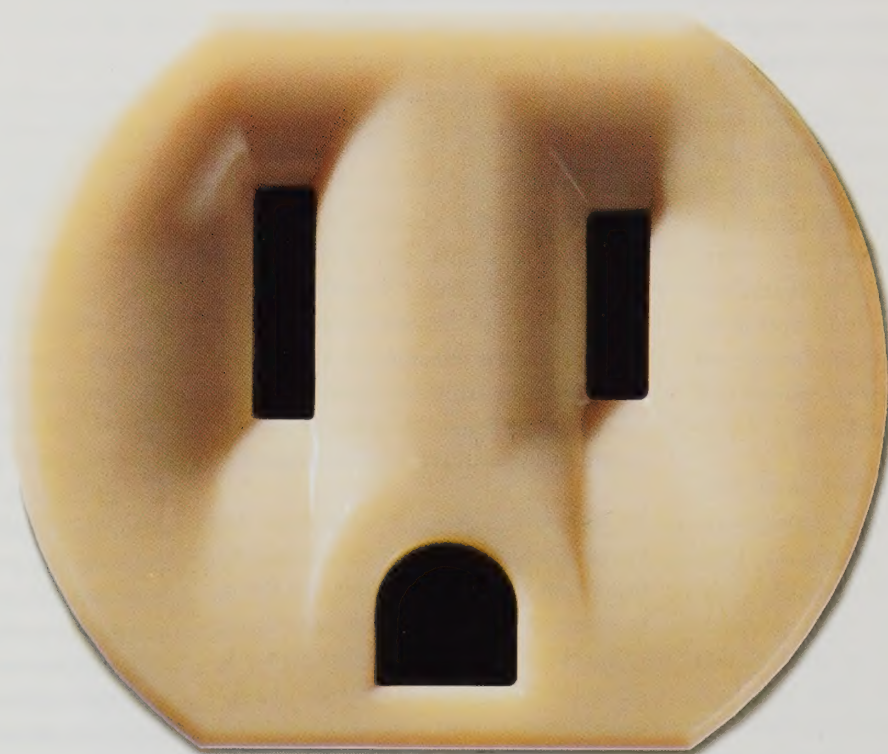
ment of a city's attorney since there can be any number of legal considerations bearing on the decision of whether and how to contract for services. Moreover, an attorney's review can assist a city in ensuring a city's needs and requirements are reflected in the written agreement with the service provider.

To highlight some of these legal issues, this directory contains a general discussion of legal considerations when contracting for services. The League is grateful to Mark Steres and the municipal lawyers at the Los Angeles law firm of Brown, Winfield and Canzoneri, who provided this information as a service to the League and its member cities. These materials are intended merely to be starting points for discussions with one's own city attorney and should not be relied upon as legal advice. By necessity, these discussions are very general and do not reflect subtle variations in fact patterns; moreover, individual city ordinances and charters can vary.

Depending on city officials' response to this directory, the League hopes to expand listings to include product providers in future editions. Suggestions on product providers who may be interested in being listed are also welcome. The League is also interested in including more tips from cities on making the contracting process work as smoothly and productively as possible. Again, for your convenience, a suggestion form is included at the end of the directory.



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By Mark Steres and the Law Firm
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CONTRACTING *for* SERVICES

The goal in any contractual relationship is to provide the city with the best quality goods or services at the most competitive price. The following is an overview of issues and concerns relating to city purchases of goods and services.

Authority To Contract For The Service Desired

As a general rule, general law cities have authority to enter into contracts to perform necessary functions. However, in some instances, the analysis of whether a city has authority to contract for a particular kind of service can be tricky. For a full discussion of this issue, review the article in the July 1995 issue of *Western City* on this subject (available from the League's fax-on-demand service by calling 1-800-572-5720).

Charter cities have general authority to contract for services, provided the contract is not inconsistent with the charter.

Cities have the specific statutory authority to contract for special services for "financial, economic, accounting, engineering, legal or administrative"

matters. See Cal. Gov't Code §§ 37103, 53060. Also, many cities have purchasing ordinances which also affect the contracting process. Purchasing ordinances may spell out the city's authority to contract for services, the limits on that authority, and procedures which must be followed.

A helpful resource in determining the scope of a city's authority is to consult the city's attorney. A consultation early on can avoid wasted effort, something no city can afford.

Common Requirements in Purchasing Ordinances

A city's charter or purchasing ordinance may provide for some or all the following:

- A bid procedure requirement for the purchase of goods, supplies or equip-

ment over some threshold dollar amount. The bid requirement may include notice inviting bids, sealed bids, deadlines for bids, bid opening procedures, and procedures for tie bids, rejection of bids and award of bids.

- Exceptions to bid procedure requirements that may include (i) purchases for emergency situations, (ii) purchases from sole source providers, (iii) cooperative purchases with other government entities, (iv) purchases based upon a recent bid awarded by a neighboring community, or (v) other good cause upon a finding by the city council that it is in the best interest of the city to forego formal bid procedures.

- A requirement for request for proposals to be prepared for professional services, including procedures for receiving and evaluating bids for services.

- The requirement that bidder security be submitted with the bid. Some purchasing ordinances mandate and some others allow discretion by the city in requiring bidder security.

Competitive Bidding

Competitive bidding is *not* required for personal service contracts which depend on the skill and knowledge of the person or entity performing the service. For certain types of professional services, selection based on price alone is prohibited. See Cal. Gov't Code §§ 4525, 4526. (See section on contracting for professional services on page 22 for further discussion of this issue).

If the service to be contracted for is a public works project, then competitive bidding *is* required for general law cities

if the public works project is over \$5,000. See Cal. Pub. Cont. Code § 20162. Charter cities may adopt their own threshold requirement for competitive bidding for public works contracts or may adopt the \$5,000 threshold established in Public Contracts Code section 20162. (See section on contracting for public works on page 72 for further discussion of this issue.)

Request for Proposals for Services – Some Tips

Be specific in what you want (scope of services) including particular skills, experience, duties or staffing; particulars of what is to be performed; hours of commitment, or deadlines for completion; compensation requirements such as a flat fee, hourly or any combination; references and work experience.

Describe the city's insurance coverage requirements, including commercial general liability, automobile liability, professional liability and worker's compensation. You should consult with your city attorney and risk manager in determining the nature and amount of insurance. (See section on common insurance provisions on page 60 for further discussion).

Many cities include particular contract terms which the bidder must agree to, including insurance, indemnification, liquidated damages and dispute resolution provisions.

The Contract – Some Essential Terms

Parties - Name and legal status.

Duration - Include term of the agreement and any schedule of performance.

Duties - Describe the scope of services as an attachment; many cities attach the request for proposal and the proposal from the contractor as the scope of services.

Time - If services need to be performed by a certain date, then time is of the essence. A liquidated damages clause (which specifies the consequences of tardy performance) may be helpful. A city using a liquidated damages provision should describe, in the contract, the circumstances indicating the need for liquidated damages and the amount (either the total amount, daily amount or some combination). In the best of situations the parties should negotiate and agree upon the liquidated damages.

Compensation - Either hourly, hourly with a maximum, flat rate, and/or bonus (for early completion).

Expenses - Indicate if expenses are being reimbursed, and if so, the types and possible amounts. For example, specify if costs must merely be passed-through to the city or whether they may be marked up; other helpful expense issues to specify include photocopying charges, fax charges, secretary/word processing charges, and so on.

Insurance - See section on common insurance provisions on page 60.

Indemnification/Duty to Defend/

Hold Harmless - The contract may establish that the contractor indemnify, defend and hold harmless the city from claims, actions and liabilities arising out of or in connection with the services performed by the contractor. It is important that the city attorney help with the drafting of this provision. State law includes rules regarding constructing

and interpreting indemnity agreements, with specific provisions for construction contracts. *See* Cal. Civ. Code §§ 2772 *et seq.*

Termination - A contract may provide for termination of the relationship either with or without cause. A termination without cause provision enhances the city's ability to terminate without litigation. The contract may also address how the service provider is to be compensated for partial performance if the city finds it necessary to terminate prior to completion of the services performed. Some contracts provide that if terminated with cause, the contractor is liable for any additional sums necessary over and above the contract amount expended by the city to complete the

services. Otherwise, if terminated without cause the contractor is paid for services up to the date of termination and neither party incurs further liability.

Miscellaneous Provisions - The contract should also have provisions for notices, licenses required, prohibition against assignment without consent, dispute resolution, conflict of interest prohibition, city ownership of materials and/or documents, anti-discrimination and waiver provisions.

To conduct this process as efficiently as possible, many cities have developed standard form contracts for certain kinds of services.

Prohibited Contracts (Government Code Section 1090)

State law prohibits city officers and employees from having a financial interest in contracts made by them or by any board or body of which they are members. *See* Cal. Gov't Code § 1090. A city is prohibited from entering into a contract if a financially interested city official or employee is a member of a board or body that actually approves or executes the contract or actually participates in making the contract.

The financial interest may be direct or indirect. There are some, but not many, exclusions from the scope of this prohibition. *See* Cal. Gov't Code § 1091. When in doubt, consult with the city's attorney about this issue; the consequences of violating this state law are severe.

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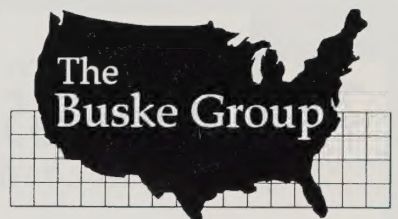
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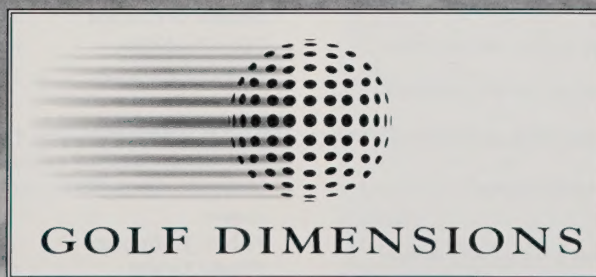
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In contracting for professional services of private architectural, landscape architectural, engineering, environmental, land surveying or construction project management firms, the selection must be "on the basis of demonstrated competence and on the professional qualifications necessary for the satisfactory performance of the services required". See Cal. Gov't Code § 4526. In other words, a city may not contract for these services based solely on the lowest bid.

State law also specifies procedures which a state agency *must* comply with, and a city *may* comply with in selecting these types of professional services. See generally Cal. Gov't Code §§ 4527 *et seq.* If the city decides *not* to follow the procedures imposed on state agencies, the city may consider price once the city has satisfied itself that the would-be contractors have demonstrated the competent and professional qualifications necessary for the satisfactory performance of the services required.

A practical approach is to first qualify the individuals or firms responding to a request for proposal and then make determinations between them, including price.

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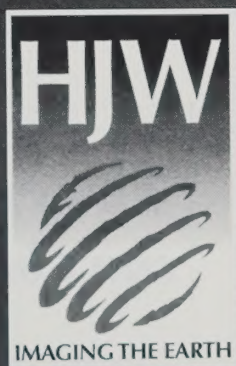
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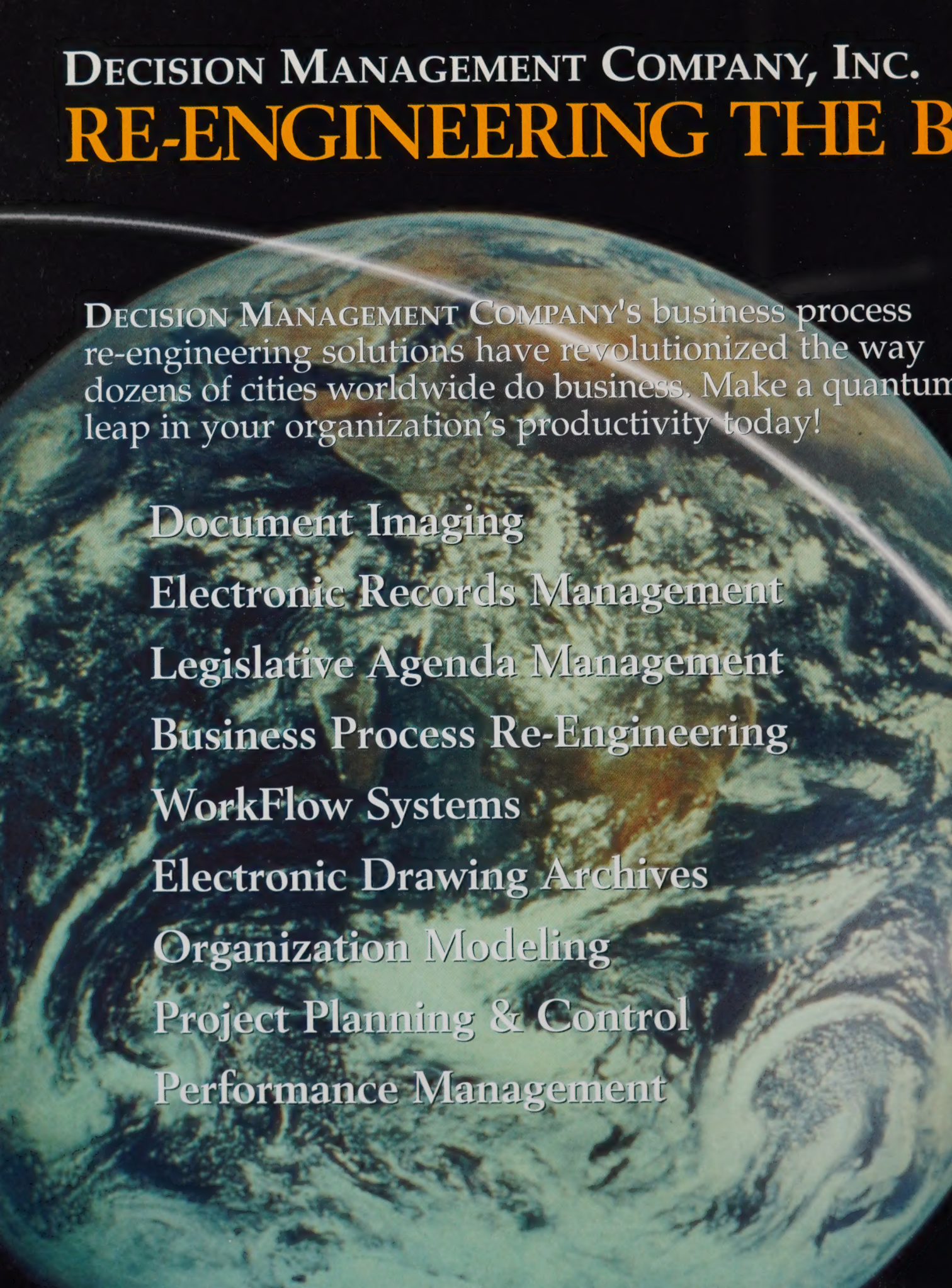
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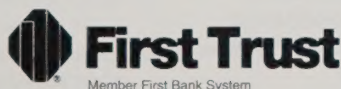
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- The contractor's insurance is primary to that of any carried by the city.
- The city and its officers and employees be named as additional insured in the contractor's insurance policies.
- The city receive advance notice of any cancellation, material reduction or termination of the insurance policy.
- A waiver of subrogation.*
- A requirement that a certificate of insurance be delivered to the city.
- A requirement that the insurance coverage be from a carrier of a certain rating, typically a rating from A.M. Best and Company.

Occurrence versus Claims Made?

Insurance policies are written on an "occurrence" basis or on a "claims made" basis. These two types of policies have important differences.

In general, an "occurrence" basis policy insures against incidents which occur during a policy's term, even if the claim is not made until after the term. A "claims made" policy only insures against third party claims reported to the insurer during the policy term. Thus, if the claim is not made during the policy term, the policy will not be available for such claim.

Most policies written to cover professionals are on a "claims made" basis, while most commercial liability policies are written on an "occurrence" basis.

* "Subrogation" is the substitution of one person in the place of another with respect to a claim or debt. For example, insurance companies generally have the right to step into the shoes of their insured after paying on a claim and then the insurance company can sue anyone that the insured party could have sued for contribution or indemnity. A waiver of this right to subrogation protects the city from being sued by the contractor's insurance company for contribution after the insurance company pays on a claim or action against the contractor.

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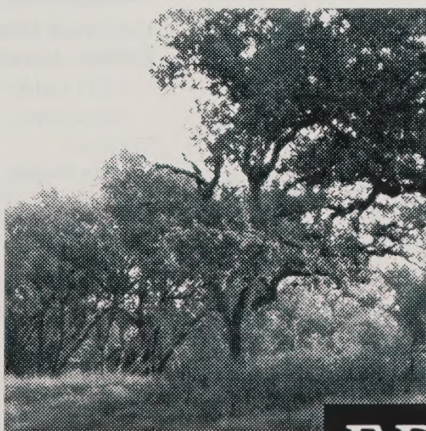
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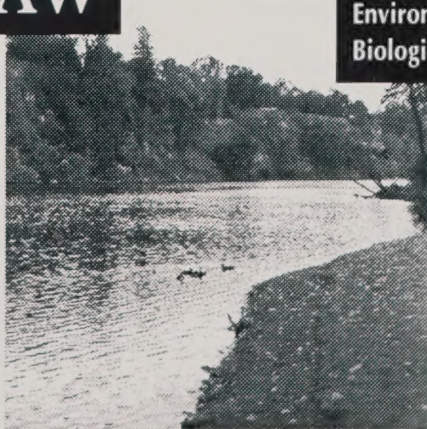
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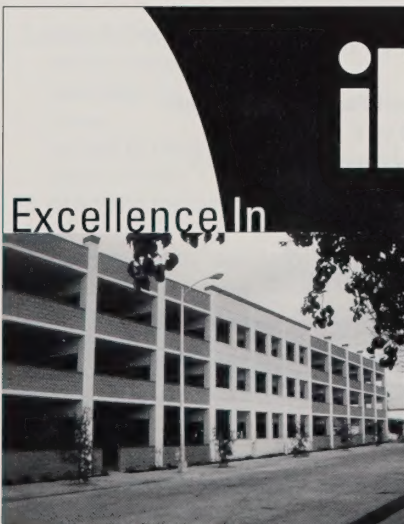
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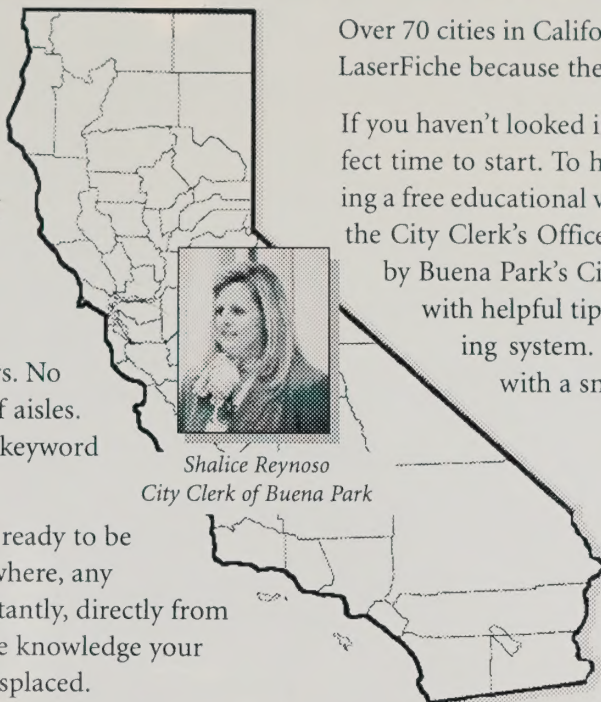
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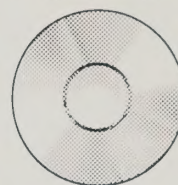
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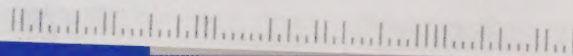
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